

**Federal State-Funded Educational Institution of Higher Education
« THE RUSSIAN PRESIDENTIAL ACADEMY OF NATIONAL ECONOMY AND
PUBLIC ADMINISTRATION»**

As a manuscript

KEMENEV Dmitry Andreevich

**INSTITUTIONALIZATION OF MENTORING IN THE PUBLIC SERVICE SYSTEM
OF THE RUSSIAN FEDERATION**

22.00.04 – Social structure, social institutions and processes

ABSTRACT

**of the thesis submitted for the degree
of candidate of sociological sciences**

Scientific supervisor:
doctor of economics, associate professor
Fotina Lyudmila Vladimirovna

Moscow – 2021

Relevance of the research topic.

Mentoring is one of the most well-known professional socialization technologies. It is believed that the first mentor was Mentor, whom Odysseus entrusted with the education of his son during his wanderings. The essence of mentoring is the transfer of experience from senior to junior, from experienced employees to newcomers. The necessity for this was, is and will be, because this is how the transfer of experience occurs when changing generations in various spheres of professional activity.

Recognizing the importance of mentoring, it is necessary to understand what place it occupies in the general system of vocational training and education, whether formalization, streamlining and regulation of this social practice, its institutionalization is required. This issue is especially relevant in the information society, when knowledge is rapidly becoming obsolete, and employees who have recently graduated from educational institutions are more informed in special areas than those who have been working for a long time.

The second layer of questions requiring an answer is associated with the specifics of mentoring in various areas of professional activity and in organizations of various types - state, commercial, public, government and management.

The answer to the first question regarding the state civil service has already been given in the Decree of the President of the Russian Federation of May 7, 2012 No. 601 "On the main directions of improving the public administration system." It says that within the framework of reforming and developing the state civil service, it is necessary to develop the institution of mentoring. As for other types of public service, there is a provision of the Decree of the President of the Russian Federation on "unification of the methods of personnel work used in various government bodies." Improvement of the structure of civil service of other types, while implementing the principles of interrelation between types of civil service established by law, should be carried out taking into account the results of the development of the civil service.

Questions about the specifics of mentoring in various areas of professional activity are also actively studied in the specialized literature, including in relation to public service.

However, the topic of institutionalization of mentoring in the civil service remains poorly understood. Although the Decree of the President of the Russian Federation in 2012 refers to the institution of mentoring, in practice this institution is at the stage of its formation. Recognizing the necessity of mentoring in the civil service and analyzing its specifics, researchers rarely discuss the process of institutionalization of this personnel technology, factors that contribute or hinder its implementation into the practice of personnel services. At the same time, the scientific reflection of the institutionalization process will make it possible to see the dynamics of the process, to assess its speed, to make a comparison for various types and levels of civil service. This, in turn, will

make it possible to develop recommendations for managing the process of institutionalizing mentoring in the civil service, choose the optimal strategies for working with civil servants involved in the mentoring process, and contribute to the effectiveness of the usage of mentoring. Determination of the conditions and ways of completing the institutional formation of mentoring in the public service opens up new possibilities for assessing its impact on the process of professionalization of the public service, personal and professional development of public servants, their mastering of modern public service culture in the context of new technologies for the implementation of government strategies, programs and plans for the development of society.

All of the above determined the choice of the topic of the dissertation research.

The object of the research is mentoring in the public service of the Russian Federation.

The subject of the research is the process of institutionalization of mentoring in the public service of the Russian Federation.

The purpose of the research is the sociological analysis and systematization of external and internal factors of the institutionalization of mentoring in the public service in order to develop proposals for accelerating the institutional formation of mentoring in the civil service system.

Achieving this goal involves solving **the following research tasks:**

- to determine the theoretical and methodological foundations of the study of the institutionalization of mentoring in the public service;
- to substantiate the social and functional necessity for institutionalization of mentoring in the public service;
- to identify the system of internal and external factors of institutionalization of mentoring in the public service;
- to formulate the main problems of the institutionalization of mentoring in the public service on the basis of the developed theoretical approaches and empirical sociological research;
- based on the results of empirical research, to substantiate the key directions of further institutionalization of mentoring in the public service;
- to develop proposals for an additional professional training program for public servants “Mentoring in the public service”.

Research hypothesis. The institutional formation of mentoring in the public service system has a social and functional necessity, while external factors of institutionalization have developed to a greater extent than internal ones, which actualizes the task of professionalizing mentoring activities in government bodies.

Theoretical and methodological basis of the research. When solving the problems of the dissertation research, the following were used: systemic, process, historical and comparative approaches, as well as the theory of structural, functional and institutional analysis, the theory of

institutional matrices, the main provisions of the sociology of public service and the theory of public administration.

The theoretical and methodological basis of the research was formed by the principles of improving public administration, reforming and developing the public service of the Russian Federation, a necessary condition for the implementation of which is the institutionalization of the socio-technological support of professional socialization and professional development of public servants.

The empirical basis of the research: researches on issues of improving and developing the institution of mentoring in the public service, conducted personally by the author - a questionnaire survey of experts and a semi-formalized expert interview; sociological research on problems of the development of public service and the efficiency of public servants, conducted with the participation of the author; secondary analysis of sociological research on the problems of personnel policy and personnel management, the effectiveness of the institution of mentoring.

The main scientific results obtained by the author and their novelty are as follows:

1. The concept of "institutionalization" has been clarified in relation to mentoring in the public service: 1) by taking into account the peculiarities of the public service as a type of professional activity related to ensuring the execution of the powers of the state, of the state bodies and persons holding public positions, acting as a link between the state and society, and, therefore, having a state level of responsibility; 2) through the definition of universal and specific goals and objectives of mentoring in the public service, while the specific goals and objectives of mentoring are determined by the functions of the institution of public service, its distinctive features from other types of organizational and management activities; 3) by substantiating the necessity to study this process both in an analytical perspective (analysis of the reasons and conditions for the emergence of the institution of mentoring in the public service), and in the functional (determining its place within the framework of more general social institutions, namely the social institution of public service).

2. It is shown that in the process of institutionalization of mentoring in the public service, the goals and objectives of mentoring, as a social practice and personnel technology, are transformed into the functions of the institution of mentoring. It is determined that the institutionalization of mentoring in the public service presupposes the allocation of strategic, priority and supporting functions. The strategic function links mentoring with other subinstitutions and the public service institution in general. The priority function is the formation and development of the state and service culture of public servants. The supporting functions of the institution of mentoring in the public service are: 1) provision of advanced professional education and development of public servants; 2) providing social and technological support for the

implementation of the personnel strategy of the state body.

3. The external and internal factors of the institutionalization of mentoring in the public service are determined. External factors include organizational and technological (mentoring as a modern personnel technology); political (state personnel policy); legal (regulatory legal framework for mentoring); social (functioning of the social institution of public service). The main social factors that determine the necessity for the institutionalization of mentoring: ethization as the institutionalization of the moral foundations of the behavior of a public servant, the creation of codes of ethics in the format of a state-administrative culture, the necessity to preserve value orientations, the implementation of the social purpose of the entire system of public service, the creation of conditions for the exercise of constitutional rights. Internal factors include: the objective socio-functional necessity to institutionalize mentoring and the subjective factor - the readiness of management entities to implement and develop the institution of mentoring in relation to a state body. It also includes the interests and values of the direct participants in the mentoring process, mentors and mentees (persons in respect of whom the mentoring is carried out).

4. The functional necessity of mentoring in the public service has been substantiated, which is defined as the achievement of a personified compliance of a public servant with the tasks of forming the personnel potential of the public service system, determined by modern requirements for effective public administration.

The following models have been developed by the author: the model of the social and functional necessity for the institutionalization of mentoring in the public service, which acts as an internal objective factor of the institutionalization of mentoring, as well as the model of professionalization of mentoring, which serves as the basis for working with the internal subjective factor of the institutionalization of mentoring.

5. On the basis of the developed theoretical approaches and empirical sociological studies, the problems of institutionalization of mentoring in the public service and the conditions for accelerating the institutionalization of mentoring are identified such as fragmented inclusion in the solution of personnel problems of the state body, the development of criteria for the effectiveness of mentoring and their consideration in assessing the performance of the public servant-mentor, official consolidation of the status of a mentor through inclusion in job regulations; personification and professionalization of mentoring in government bodies. It has been established that the professional and official competence of a mentor includes: professional and activity; communicative and pedagogical; motivational and value components, as well as state and service culture. With this in mind, an additional professional training program for the subjects of mentoring activity (36 hours and 72 hours) has been developed, including a thematic plan, didactic units, educational technologies.

6. Practical recommendations were justified for overcoming barriers and accelerating the institutionalization of mentoring in the public service based on the results of the author's sociological research carried out using the methods of expert survey (questionnaire survey and semi-formalized interview). The analysis covered both the barriers to the institutionalization of mentoring and the conditions for accelerating the institutionalization of mentoring in the public service (motivation to engage in mentoring, priorities in the activities of mentors, positive effects of mentoring, assessment of the level of professionalization of mentoring, the role of HR services of government agencies in the institutionalization of mentoring in the public service).

The study showed that, in the opinion of the respondents, the formation of the institution of mentoring in the public service system has not been completed. Most of all, its foundations were formed in military service, to the least extent in other types of public service. The main motive for mentoring is "The desire to pass on experience and unleash the potential of a young employee" (41%), almost equally significant is "The desire to fully realize their professional experience" (37%). Only for one tenth of the respondents the main motive is the execution of the order of the management. In addition to direct stimulation, the experts named the main methods of increasing interest in mentoring as "defining the functions of mentoring and the functional and job status of a mentor"; "Ensuring that senior management is encouraged and accountable for introducing mentoring in their organization"; "Ensuring the relationship of mentoring with assessment technologies, personnel reserve, career management of public servants."

The following provisions of the dissertation work are submitted for public defense:

1. The theoretical foundations of the sociological analysis of the institutionalization of mentoring in the public service include sociological theories of structural-functional and institutional analysis, as well as systemic, process, factorial, historical and comparative general scientific approaches. The systematic approach allows us to consider institutionalization as a process that has internal and external determination; process approach - to consider institutionalization as a process that has a definite, time-ordered, stages; a historical approach - to study the experience of the formation of a social institution and show its rootedness in social practice; a retrospective analysis of mentoring allows you to come to an understanding of the patterns and principles of institutional development, to build the logic and direction of the ongoing institutional changes; the factorial approach makes it possible to identify the factors of the external and internal institutional environment of mentoring; the comparative approach allows us to compare social phenomena, processes and technologies in order to identify common patterns and fundamental differences in them, to analyze the general and special in mentoring in various types of organizations.

2. The socio-functional necessity for the institutionalization of mentoring is determined by

the fact that it (mentoring) is able to reduce the threshold for the transition of the potential opportunities of state and official activities of young specialists to the actual achievement of the effectiveness of the performance of official duties and to form innovative and creative (proactive) potential of public servants. Also mentoring is able to ensure the proper perception by public servants of the peculiarities of their work, the importance of their professional reliability and organizational stability; transform the professional competencies of specialists beginning in the public service into the culture of public servant work; develop and improve technologies, forms and methods of individual work with public service personnel.

3. At present, the level of development of external factors of the institutionalization of mentoring in the public service is higher than internal ones, due to the fact that mentoring: 1) is a historically established practice of professional socialization rooted in the Soviet past; 2) political factors of institutionalization (state personnel policy) have reached a high level; 3) a regulatory framework for institutionalization has been created; 4) social factors are sufficiently institutionalized (the purpose of the public service as a social institution). The internal factors of the institutionalization of mentoring have developed and are much less developed, especially the willingness to use mentoring in the practice of personnel work, which leads to its formalization and emasculation.

4. One of the significant obstacles to the institutionalization of mentoring is its formality. According to the interviewed experts, mentoring is rarely organized creatively by personnel services, 46% believe that it is organized formally and rather formally. At the same time, the significant role of personnel services of state bodies in the development of mentoring is recognized. 57% as a whole in the array consider the role of HR services in this process “significant” and “rather significant”. A negative circumstance is the low level of confidence in the competence of personnel officers in matters of organizing mentoring. Almost every fourth interviewed expert “rather do not trust” and “do not trust” the personnel service in these matters.

5. Verification of the results of the expert questionnaire survey with the materials of semi-formalized expert interviews made it possible to introduce a number of important clarifications in the understanding of the subjective factor of the institutionalization of mentoring, namely, on the different role of the effectiveness of mentoring for different types of public service (for military service, high-quality mentoring is a condition for the personal safety of employees); about the role of material incentives for mentors (from a certain level of civil service positions, the factor of increasing the free time of a mentor becomes more important than material incentives); the necessity to take into account the specific working conditions that have developed in the subdivision of the state body, where it is supposed to organize mentoring (the level of the current workload of employees).

6. Personification and professionalization of mentoring act as factors accelerating its institutionalization, because they increase its effectiveness, showing in practice its importance. At the same time, not only mentees and students benefit from participation in mentoring, but also mentors themselves, because playing the role of a mentor stimulates their professional development and prevents professional burnout. According to the survey of experts, the positive effects of mentoring in the public service include the development of mentors such qualities as "the ability to accumulate and update professional experience", "responsibility", "ethics of behavior, communication style", "working capacity." The mentees are improving their adaptation in the team, their understanding of the organization's activities is improving and the skills of working with documents specific to the public service (especially civil) are developed.

The theoretical and practical significance of the research results lies in the fact that they contribute to the theoretical understanding of the phenomenon of mentoring in the public service system. The methodological approaches proposed by the author can be used in further studies of the problems of the formation and development of the institution of mentoring in the process of systemic and institutional improvement of public service and public administration.

The practical significance of the work lies in the development of specific recommendations to accelerate the process of institutionalization of mentoring in the public service, as well as in identifying the key directions of this process.

The main provisions of the program of additional professional education of public servants "Mentoring in the public service" proposed by the author have been tested in practice. This program can be used to improve the qualifications of federal and regional public servants, as well as military personnel and representatives of other types of public service.

The validity and reliability of the research results is achieved by a purposeful choice of the methodological foundations of the dissertation research, the consistency and scientific argumentation of the provisions and conclusions formulated by the author; systemic and institutional approach to solving the problem under study; using a wide range of documents and other sources; the use of reliable methods of sociological research, adequate to the goals and objectives of the dissertation; the representativeness of the results of the expert survey and semi-formalized expert interviews. Research materials were presented and discussed at international and Russian conferences. Approbation of the research results is supported by certificates of implementation in the educational process and in the practical activities of the state body. The Ministry of Labor of Russia expressed gratitude for the study of topical problems of improvement and development of the institution of mentoring in the civil service and confirmed the possibility of using the submitted proposals in the finalization (version 2.0) of the methodological toolkit for the implementation of mentoring in the civil service (letter ref. No. 18-1 / 005-312 from

26.02.2020).

Compliance of the dissertation with the passport of the scientific specialty. The area of the dissertation research corresponds to the passport of the specialty 22.00.04 - social structure, social institutions and processes, in particular: point 11 (Social dynamics and adaptation of individual groups and strata in a transforming society); point 16 (Formation of the institution of power); paragraph 21 (The role of social institutions in the transformation of the social structure of society).

Work structure. The dissertation work consists of an introduction, two chapters, five paragraphs, a conclusion, a list of references and literature, four appendices.

The main research results are published in 15 scientific articles with a total volume of 11.4 pp.



D.A. Kemenev